

## Message Text

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ORIGIN EUR-12

INFO OCT-01 ISO-00 CIAE-00 PM-05 INR-10 L-03 ACDA-12  
NSAE-00 PA-02 SS-15 SP-02 USIA-15 TRSE-00 COME-00  
HA-05 BIB-01 CU-06 /089 R

DRAFTED BY EUR/RPM: TMSAVAGE:AUE  
APPROVED BY EUR/RPM: WSHINN, JR.  
EUR/SOV: BBOWEN

-----024760 090229Z /75

R 082150Z MAR 78  
FM SECSTATE WASHDC  
TO USMISSION USNATO

UNCLAS STATE 059753

E.O. 11652: N/A

TAGS: NATO, PORG, UR

SUBJECT: ALLIED RESTRICTIONS ON SOVIET TRAVEL

REF: USNATO 1954

1. FOLLOWING INFORMATION PROVIDED FOR IS COMPILATION OF  
RESTRICTIONS ON SOVIET TRAVEL IN ALLIED COUNTRIES.

A) THE SOVIETS FIRST RESTRICTED TRAVEL OF ALL FOREIGNERS  
IN 1941. AFTER MAKING MANY ATTEMPTS TO INDUCE THE SOVIET  
GOVERNMENT TO DROP THESE CONTROLS ON US CITIZENS, THE  
UNITED STATES IN 1955 SET UP A SYSTEM OF TRAVEL CONTROLS  
ON CERTAIN SOVIET CITIZENS IN THIS COUNTRY. IN 1966, THE  
SOVIET TRAVEL CONTROLS WERE RESTATED AND IN 1967 THE UNITED  
STATES RESPONDED WITH A RECIPROCAL SYSTEM. EXEMPT FROM  
THE 1967 UNITED STATES TRAVEL CONTROLS WERE SOVIET CITIZENS  
WHO ARE OFFICERS OR EMPLOYEES OF THE UNITED NATIONS  
SECRETARIAT, SOVIET TOURISTS, AND SOVIET CITIZENS VISITING  
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THE UNITED STATES WITHIN THE FRAMEWORK OF THE US-USSR  
EXCHANGE AGREEMENTS. THERE ARE NO SIMILAR EXEMPTIONS FOR  
AMERICANS TRAVELING IN THE USSR; ALL AMERICAN CITIZENS ARE  
SUBJECT TO THE SOVIET CONTROLS. IN ADDITION, THE US TRAVEL  
CONTROL SYSTEM APPLIES ONLY TO CITIZENS OF THE USSR; AS

NOTED ABOVE, THE SOVIET RESTRICTIONS APPLY TO ALL

FOREIGNERS.

B) THE RATIONALE FOR THE UNITED STATES POLICY FOR MAINTAINING THESE TRAVEL RESTRICTIONS IS A LEGAL PRINCIPLE DERIVED FROM THE VIENNA CONVENTION ON DIPLOMATIC RELATIONS OF 1961, WHICH WAS SIGNED BY THE USSR AND THE UNITED STATES. ARTICLE 47(1) OF THE CONVENTION ESTABLISHES A GENERAL PRINCIPLE OF NON-DISCRIMINATION AS BETWEEN STATES IN APPLYING THE PROVISIONS OF THE CONVENTION. ARTICLE 47 (2) (A) PROVIDES THAT DISCRIMINATION DOES NOT ARISE WHEN A RECEIVING STATE APPLIES ANY PROVISIONS "RESTRICTIVELY" BECAUSE OF A RESTRICTIVE APPLICATION OF THAT PROVISION TO ITS MISSION IN A SENDING STATE. ARTICLE 26 OF THE CONVENTION PERMITS A STATE TO IMPOSE TRAVEL RESTRICTIONS UPON DIPLOMATIC MISSIONS FOR REASONS OF NATIONAL SECURITY. IN THE SENATE HEARING ON THE CONVENTION, THE LEGAL ADVISER OF THE DEPARTMENT TOOK THE POSITION THAT ARTICLE 26 WOULD NOT ALTER THE PRACTICE OF THE UNITED STATES GOVERNMENT IN IMPOSING TRAVEL RESTRICTIONS FOR REASONS OF NATIONAL SECURITY.

C) THE UNITED STATES TRAVEL CONTROLS ARE BY DESIGN SIMILAR TO THE SOVIET CONTROLS; THAT IS, THERE ARE (A) DESIGNATED CLOSED AREAS, (B) REQUIREMENT FOR WRITTEN REQUESTS BY DIPLOMATIC NOTE FOR TRAVEL TO BE SUBMITTED WITHIN A CERTAIN TIME FRAME, (C) SPECIFIC REQUEST FOR UNCLASSIFIED

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PERMISSION TO TRAVEL TO OR THROUGH CLOSED AREAS, AND (D) MINIMUM TRAVEL CONTROLS FOR THE RESPECTIVE AMBASSADORS.

D) THE SELECTION OF AREAS CLOSED TO TRAVEL BY SOVIET CITIZENS IS BASED ON RECIPROCITY; I.E., SENSITIVE AREAS FOR SENSITIVE AREAS; AGRICULTURE AREAS FOR AGRICULTURE AREAS; INDUSTRIAL AREAS FOR INDUSTRIAL AREAS. THE TOTAL AMOUNT OF AREA CLOSED TO TRAVEL IN EACH COUNTRY IS 23 PERCENT FOR THE UNITED STATES AND 27 PERCENT FOR THE SOVIET UNION. (THE SOVIET FIGURE DOES NOT REFLECT CHANGE ARISING FROM NEW SOVIET TRAVEL REGULATIONS.)

E) THE SOVIET APPROACH TO TRAVEL IS FAR MORE RESTRICTIVE THAN THAT OF THE UNITED STATES- ALTHOUGH THERE IS NOTHING SET FORTH IN THE SOVIET TRAVEL CONTROLS REGARDING THE ALTERING OF A SUBMITTED ITINERARY, THE SOVIET GOVERNMENT

WILL OFTEN ARBITRARILY CLOSE OSTENSIBLY OPEN AREAS FOR "REASONS OF A TEMPORARY NATURE," REQUIRE A DIFFERENT MODE OF TRAVEL FROM THE ONE REQUESTED, OR SOMETIMES REFUSE TO

REGISTER A TRIP BECAUSE OF A "LACK OF ACCOMMODATIONS" IN HOTELS OR ON TRAINS OR AIRLINES. ON THE OTHER HAND, THE UNITED STATES GOVERNMENT IS GENERALLY LENIENT IN APPROVING SOVIET TRAVEL REQUESTS. EACH REQUEST IS CONSIDERED ON AN AD HOC BASIS; AND REFUSAL OR ATERATION IS MADE ONLY IN RETALIATION FOR A SIMILAR ACTION IN THE SOVIET UNION.

2. WE ARE POUCHING MISSION TEXTS OF US NOTES TO SOVIETS ON US TRAVEL RESTRICTIONS, AS WELL AS COPIES OF MAP SHOWING AREAS IN US CLOSED TO TRAVEL BY SOVIET CITIZENS. MISSION MAY ALSO PROVIDE THIS ADDITIONAL MATERIAL TO IS AND OTHER DELS. VANCE

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## Message Attributes

**Automatic Decaptioning:** X  
**Capture Date:** 01 jan 1994  
**Channel Indicators:** n/a  
**Current Classification:** UNCLASSIFIED  
**Concepts:** REGIONAL DEFENSE ORGANIZATIONS, TRAVEL CONTROLS  
**Control Number:** n/a  
**Copy:** SINGLE  
**Draft Date:** 08 mar 1978  
**Decaption Date:** 01 jan 1960  
**Decaption Note:**  
**Disposition Action:** n/a  
**Disposition Approved on Date:**  
**Disposition Case Number:** n/a  
**Disposition Comment:**  
**Disposition Date:** 01 jan 1960  
**Disposition Event:**  
**Disposition History:** n/a  
**Disposition Reason:**  
**Disposition Remarks:**  
**Document Number:** 1978STATE059753  
**Document Source:** CORE  
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**Drafter:** TMSAVAGE:AUE  
**Enclosure:** n/a  
**Executive Order:** N/A  
**Errors:** N/A  
**Expiration:**  
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**Line Count:** 127  
**Litigation Code IDs:**  
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**Message ID:** a7ed0fcb-c288-dd11-92da-001cc4696bcc  
**Office:** ORIGIN EUR  
**Original Classification:** UNCLASSIFIED  
**Original Handling Restrictions:** n/a  
**Original Previous Classification:** n/a  
**Original Previous Handling Restrictions:** n/a  
**Page Count:** 3  
**Previous Channel Indicators:** n/a  
**Previous Classification:** n/a  
**Previous Handling Restrictions:** n/a  
**Reference:** 78 USNATO 1954  
**Retention:** 0  
**Review Action:** RELEASED, APPROVED  
**Review Content Flags:**  
**Review Date:** 29 mar 2005  
**Review Event:**  
**Review Exemptions:** n/a  
**Review Media Identifier:**  
**Review Release Date:** N/A  
**Review Release Event:** n/a  
**Review Transfer Date:**  
**Review Withdrawn Fields:** n/a  
**SAS ID:** 3399448  
**Secure:** OPEN  
**Status:** NATIVE  
**Subject:** ALLIED RESTRICTIONS ON SOVIET TRAVEL  
**TAGS:** PORG, UR, NATO  
**To:** USNATO  
**Type:** TE  
**vdkgvwkey:** odb://SAS/SAS.dbo.SAS\_Docs/a7ed0fcb-c288-dd11-92da-001cc4696bcc  
**Review Markings:**  
Sheryl P. Walter  
Declassified/Released  
US Department of State  
EO Systematic Review  
20 Mar 2014  
**Markings:** Sheryl P. Walter Declassified/Released US Department of State EO Systematic Review 20 Mar 2014